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AIR FORCE**

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**AIR FORCE MATERIEL COMMAND
Supplement 1**

16 OCTOBER 1995

Operations

**PARTICIPATION IN THE MILITARY
EXERCISE PROGRAM**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction implements AFRPD 10-2, *Readiness*. It guides implementation of the Air Force Exercise Program (AFEP). It identifies exercise responsibilities; gives the basic structure and objectives of the AFEP; establishes the Air Force After-Action Reporting System (AFAARS) and Air Force Remedial Action Program (AFRAP); and describes the funding process for the Chairman, Joint Chiefs of Staff (CJCS) Exercise Program. It does not limit a commander's rights or responsibilities to plan, conduct, or evaluate readiness and training exercises. Use this instruction with Chairman of the CJCS, Air Force, Commander-in-Chief (CINC), and major command (MAJCOM) exercise documents. The reports in AFI 10-204 are exempt from licensing according to AFI 37-124, *Management and Control of Information Reports Requirements* (formerly AFR 4-38). **Attachment 1** lists references, abbreviations, acronyms, and terms used in this instruction.

(AFMC) This supplement further implements AFRPD 10-2 *Readiness*, and AFI 10-204, *Participation in the Military Exercise Program*. It is directive in nature and is intended to provide basic structure, guidance and responsibilities for AFMC's participation in the Chairman, Joint Chiefs of Staff (CJCS), Commander-in-Chief (CINC), HQ USAF exercises. It also implements AFMC's program for exercising emerging technological products. Refer to the basic AFI glossary for explanation of acronyms unless otherwise noted. This supplement applies to all AFMC active duty and AFMC gained reserve component units.

AFI 10-204, 20 May 1994, is supplemented as follows:

SUMMARY OF REVISIONS

This is the initial publication of AFI 10-204, substantially revising AFR 55-37. Use it with AFPD 10-2.

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Chapter 1

PURPOSE, OBJECTIVES, AND PLANNING GUIDELINES

1.1. Purpose. The AFEP exists to enhance readiness and improve crisis response. It outlines procedures for organizing military exercises and for distributing the results throughout the Air Force.

1.1. (AFMC) AFMC Exercise Program (AFMCEP) supports the purposes of the Air Force Exercise Program (AFEP), extends AFMC participation in the AFEP down to the center level, and establishes additional responsibilities for exercising emerging technological products. The AFMC Operations Office (AFMC/XP-AO) is the AFMCEP office of primary responsibility (OPR).

1.1.1. (Added-AFMC) The instructions contained in the basic AFI 10-204 primarily apply to participation in military exercises that are part of the CJCS, or HQ USAF exercise programs. The concepts and intent behind these instructions can be directly applied to the development and execution of the center exercise programs. Chapter 9(Added) outlines the AFMC program for injecting emerging technological products and systems into the joint exercise environment.

1.1.2. (Added-AFMC) Unless otherwise noted, AFMCEP can be substituted for AFEP when applying the basic AFI guidance.

1.2. Objectives. The AFEP goal is to maximize the benefits gained through exercises. Specifically, it strives to enhance readiness, boost combat capability, streamline procedures, and improve system support. To that end, it defines procedures for:

- Planning, executing, and evaluating Air Force exercise participation.
- Selecting objectives and analyzing exercise results.
- After-action reporting to address up-channel and down-channel requirements.
- Identifying problems affecting combat readiness; assigning responsibility for corrective action; and ensuring that corrective action is applied.

1.3. Planning Guidelines:

1.3.1. Priorities. Rank priorities for exercise participation according to sponsorship, following this order:

- Chairman, Joint Chiefs of Staff (CJCS).
- Commander-in-Chief (CINC).
- Air Force.
- Other Services.
- Defense agencies.
- Air Force major commands (MAJCOM), field operating agencies (FOA), or direct reporting units (DRU).

1.3.1.1. (Added-AFMC) AFMC units should participate in CINCs' field training exercises (FTX) to the maximum extent possible. These exercises provide valuable opportunities to become oriented to tasked theaters of operations and train with other major command (MAJCOM) units

under more realistic conditions. When participation becomes available, every effort should be given to align unit participation with their OPlan tasked theater. HQ AFMC allocates the participation slots to the center through the designated headquarters functional managers. If necessary, priority for participation may be given to centers that have restricted capabilities to conduct realistic local unit FTXs.

1.3.1.2. (Added-AFMC) Participation in center level exercises is lowest priority. However, those exercises represent the commander's primary and most frequent exercise vehicle.

1.3.2. Conditions. Design, conduct, and evaluate exercises under "no-fault" conditions. In other words, don't grade individual or unit performance during exercises and don't report performance in after-action reports or exercise analyses. But, formal inspections may still be conducted during exercises and afterward deficiencies in training documented.

1.3.2.1. (Added-AFMC) In keeping with the Quality Air Force tenets, and the approach to exercise evaluation that AFMC has taken, exercise evaluations will focus on process, not individual performance. Exercise results will not be used in a punitive manner, rather, they will be used to provide constructive feedback to facilitate continuous improvement of mission performance.

1.3.3. Concept. Embody the "train the way we fight" concept. Plan exercises to reflect the real-world. Emphasize participation and reduce artificialities (notional forces) to assess actual abilities and limits consistent with safety, exercise objectives, security, mission accomplishment, and other real-world constraints. Exercise databases should mirror real-world plans, policies and procedures, and use real command, control and communications systems.

1.3.3.1. (Added-AFMC) Fully realistic exercising of depot maintenance surge, aircraft acceleration and compression, deployment of developmental weapons systems, and accelerated test, acquisitions, laboratory processes is cost prohibitive and could be detrimental to AFMC's day-to-day support mission. Exercises in these areas may have to be limited to evaluation of command and control, vertical and lateral coordination, and the steps leading up to actual work initiation. As an added tool, centers should carefully review their performance in response to actual customer requests for these services as an indicator of process potential. When possible, "hot wash" or lessons-learned sessions should be held immediately after completion of actual execution of these areas to identify improvement opportunities.

1.3.4. Coordination. Coordinate MAJCOM, FOA, and DRU-sponsored exercises with CJCS-sponsored, CINC-sponsored, Headquarters US Air Force (HQ USAF)-sponsored, or other joint exercises. Use higher headquarters exercises to carry out lower priority exercise objectives, whenever possible.

1.3.4.1. (Added-AFMC) AFMC will normally use CJCS and HQ USAF-sponsored exercises as the primary vehicle for facilitating commandwide exercises, primarily focusing on command and control, communications, and responsiveness. During the exercise planning phase, AFMC depends upon the Joint Staff and the other participants to develop the basic scenario, EXPlans, implementors, and master scenario events lists (MSEL) for their portions of the exercise. Therefore, if the exercise is canceled less than 6 months prior to the exercise start date, HQ AFMC normally will not have the resources or capability to continue with the exercise independently. If a higher headquarters sponsored exercise is canceled more than 6 months in advance, AFMC/XP-AO will coordinate a decision to revert to a limited scope, AFMC-only exercise which supports AFMC objectives.

1.3.4.2. (Added-AFMC) Center exercises should be coordinated and deconflicted with higher headquarters (CJCS through MAJCOM) sponsored exercises. Where feasible, centers should use higher headquarters-sponsored exercises as a catalyst for enhancing the local exercise program realism. See AFMCI 10-201, *The AFMC Center Exercise Program*, for additional guidance.

1.3.5. Scheduling. Whenever possible, adapt Air Force or lower priority exercise schedules to the CJCS schedule.

1.3.6. Support Requirements. Give participants the "opportunity to fail." While ensuring participants safety, establish exercise communications-computer systems and logistic support requirements that reflect capabilities likely to exist under real-world conditions. Coordinate support requirements exceeding those stated in the force list, time-phased force and deployment data (TPFDD), or operation plan (OPLAN) with HQ USAF Exercise, Joint Training, and C2 Division (HQ USAF/XOOOE). **Note: Real-world events have priority over exercise play.** The commander determines whether to interrupt Air Force participation in military exercises to respond to these events. When such questions arise and if time permits, the commander should consult HQ USAF Director of Operations (HQ USAF/XOO).

1.3.6. (AFMC) Centers will coordinate support requirements and real-world event conflicts with AFMC/XP-AO.

1.3.7. Relevancy. MAJCOMs make sure that unit exercises prepare units to master their OPLAN taskings. Units may participate in exercises not relating to OPLAN taskings, as long as such exercises give units meaningful training.

1.3.8. Objectives. Develop specific objectives for each exercise. As part of this effort, review operation requirements, applicable plans, after-action reports (AAR), corrective action reports, critique reports, inspection reports, and guidance from higher headquarters. Make sure that the exercise's design, Control Staff Instructions (COSIN), injects, level and extent of player participation, and scenario support the exercise objectives.

1.3.9. OPSEC and COMSEC Policy. Follow operations security (OPSEC) and communications security (COMSEC) guidance. (See Joint Pub 3-54, *Operations Security*; AFR 33-2, *C⁴ Systems Security*; and AFI 10-1101, *OPSEC Instructions* [formerly AFR 55-30 and AFP 55-36].)

1.3.10. Players. Use exercises to train as we plan to fight, for all levels, from flight lead to theater commander. A combination of both experienced and inexperienced players at all levels will significantly enhance exercise effectiveness.

1.3.11. Design. Use AFM 1-1, volumes 1 and 2, *Basic Aerospace Doctrine of the US Air Force*, when designing exercises to ensure exercise war plan taskings are consistent with doctrine. Get advice from HQ USAF/XOO, HQ USAF Director of Plans (HQ USAF/XOX) and Air Force Doctrine Center.

1.3.11. (AFMC) When requested, AFMC/XP-AO will provide advice and coordinate staff assistance for the development of center exercises.

1.3.12. Environmental Planning and Compliance. Accomplish the Environmental Impact Analysis Process (EIAP) and prepare an Environmental, Safety and Occupational Health Plan (ESOHP) for exercise deployments. Reference AFI 32-7061, *Environmental Impact Analysis Process* (formerly AFR 19-2) for EIAP accomplishment instructions. Specify environmental, safety and occupational health responsibilities and policies in the ESOHP for inclusion in the OPORD and OPLAN as an

appendix or annex. Include policies and responsibilities for the following as well as other relevant issues in the ESOHP:

- Certification of local water sources by medical field units.
- Solid and liquid waste management.
- Hazardous materials management.
- Flora and fauna protection.
- Archaeological and historical preservation.
- Spill response.

Air Force deployments in the United States, its territories, and possessions comply with applicable Federal, state, and local laws and standards. Deployments to DoD installations in foreign countries comply with AFI 32-7006, *Environmental Program in Foreign Countries* (formerly AFR 19-9). If wartime or contingency operations exist, apply to HQ USAF/CEVP for a deviation to the Environmental Impact Analysis Process through the MAJCOM environmental planning function.

1.3.12. (AFMC) The Environmental Planning and Compliance references should be reviewed and used in formulating and executing all center exercises. Special attention should be paid to planning off-installation exercise sites used for employment exercises, on or off government property.

1.3.13. Radio Frequency Spectrum Policy. Attend closely to radio frequency spectrum guidance. The US Air Force Frequency Management Center issues policy guidance. See AFI 10-701, *Performing Electronic Attack in the United States and Canada* (formerly AFR 55-44) and AFI 33-106, *High Frequency and Land Mobile Radio Management* (formerly AFRs 700-17 and 700-18), for details.

1.3.14. Field Duty. When necessary, declare field duty for an exercise or phase within an exercise.

1.3.15. Contract Exercises. Do not include exercise functions being performed under contract. The contract statement of work establishes the contractor's responsibilities and taskings. Exercise participants shall not direct the contractor to perform tasks outside the terms of the contract, as such actions may involve additional, unbudgeted costs to the Government. Sometimes contractors perform useful services that need to be continued in crisis situations. When such services could affect the outcome of an exercise, make sure that assessments of the exercise point out the need to continue these services, by contract or otherwise, during crisis situations.

Chapter 2

RESPONSIBILITIES

2.1. HQ USAF:

2.1.1. HQ USAF/XOO, the AFEP office of primary responsibility (OPR), does the following:

- Guides Air Force exercise planning and participation.
- Prepares and distributes an Air Force exercise analysis report after each CJCS-sponsored Command Post Exercise (CPX).
- Administers funds for Air Force participation in the CJCS Exercise Program.
- Serves as Air Force representative to the CJCS Remedial Action Program (RAP) Steering Group.
- Manages the AFRAP, chairs the AFRAP Board, and manages and coordinates Air Force participation in the CJCS RAP.
- Monitors Air Force participation in joint and multinational exercises.
- Works with MAJCOMs, FOAs, and DRUs to articulate Air Force position on the CJCS Joint Training Master Plan (JTMP).
- Hosts annual Air Force joint exercise planning conference to manage assets and set Air Force objectives and requirements.
- Creates player and controller training programs for the Air Force Crisis Action Team (CAT).

2.1.2. HQ USAF/XOOOE is the single point of contact (POC) for the AFEP. It coordinates and interacts with the Joint Staff (JS), Office of the Secretary of Defense (OSD), Defense agencies, and DoD POCs. HQ USAF/XOOOE does the following:

- Issues exercise planning documents.
- Oversees the distribution and flow of MAJCOM, FOA, and DRU exercise schedules.
- Monitors Air Force planning and participation in major Field Training Exercises (FTXs).
- Acts as Air Force OPR for CJCS exercise planning guidance.
- Acts as Air Staff POC for DoD and non-DoD exercises.
- Monitors Air Force exercises.
- Monitors exercise participation by ANG and AFRES.
- Develops and conducts Air Staff player and controller training.

2.1.3. Air Staff directorates help plan, execute, and evaluate major exercises. They also assist in the evaluation process and the AFRAP.

2.1.3. (AFMC) The HQ AFMC directorates perform these same duties for the AFMCEP.

2.2. MAJCOMs, FOAs, and DRUs. MAJCOMs, FOAs, and DRUs participate in and support the AFEP. Specific responsibilities encompass the following functional areas:

2.2.1. Planning:

- Establish a POC for exercise planning and coordinating. This is the command interface with HQ USAF/XOOOE.
- Assign qualified personnel to plan, conduct, evaluate, and report on exercises.

2.2.1. (Added-AFMC) AFMC/XP-AO is the AFMC point of contact (POC) for all exercise guidance planning, and coordination, and is the OPR for this supplement.

2.2.1.1. (Added-AFMC) AFMC/XP-AO is also responsible for the following items:

- Issuing exercise planning guidance and documents.
- Overseeing distribution and flow of higher headquarters' exercise schedules to the centers.
- Coordinating AFMC planning and participation in theater CINCs and other FTXs. (Exception: The coordination of Palace Exercise (Supported MAJCOM shortfalls to AFMPC and "fairshared" to the commands for fill action) requirements/tasking which involve actual deployment of personnel in support of exercises are the responsibility of HQ AFMC/DPXX/XPMQ, in coordination with AFMC/XP-AO).
- Coordinating AFMC sponsored exercises.
- Developing and conducting HQ AFMC player controller training.
- Ensuring exercise reports and lessons-learned information is cross-fed among all AFMC centers.
- All responsibilities cited in Chapter 9(Added), relating to the Exercising Emerging Technological Products Program.

2.2.1.2. (Added-AFMC) AFMC centers/ geographically-separated units (GSU) will:

- Establish a POC for exercise planning and coordination. This is the center interface with
- AFMC/XP-AO.
- Assign qualified personnel to plan, conduct, evaluate, and report on exercises.
- Integrate tenant/associate units and organizations into the center exercises. Provide tenants/associate units with planning information guidance, and schedules when their participation is required.

2.2.2. Guidance:

- Establish and implement command policies on exercises, and guide exercises of subordinate units (see [Attachment 2](#)).
- Coordinate Air Force exercise planning directives, Master Scenario Events Lists (MSELs), COSINs, and post-exercise evaluation reports for each CJCS-sponsored worldwide CPX with HQ USAF/XOOOE. (Added-AFMC) AFMC/XP-AO will coordinate and integrate HQ AFMC and center inputs and requirement for submission to HQ USAF/XOOOE.
- Report on exercise scheduling following HQ USAF/XOOOE Exercise Schedule Development Guidance. Attend Air Force exercise scheduling conferences.
- Submit documentation required by the Joint Staff, unified commands, and HQ USAF/XO for planning, conducting, or evaluating exercises.
- Develop and implement ESOHPs (see [1.3.12.](#)).

2.2.2.1. (Added-AFMC) AFMC Centers/GSUs will:

- Establish and implement center guidance on exercises, and guide and conduct exercises of subordinate units.
- Coordinate center exercise planning directives, develop MSELs, control staff instructions (COSIN), and post-exercise evaluation reports for each CJCS, HQ USAF, or AFMC-sponsored command post exercises (CPX) and provide inputs to AFMC/XP-AO, as directed.
- Report on exercise scheduling following AFMC/XP-AO exercise schedule guidance. Attend AFMC exercise scheduling conferences, as required.
- Submit documentation required by the Joint Staff, unified commands, HQ USAF/XO or AFMC/XP-AO for planning, conducting, or evaluating exercises.
- Develop and implement Environmental Safety and Occupational Health Plan (see paragraph 1.3.12(Added)).

2.2.3. Remedial Action Programs:

- Participate in and support CJCS RAP, AFRAP, and AFAARS.
- Review AARs and exercise critique items. Inform HQ USAF/XOOOE of any problems requiring HQ USAF assistance.
- Institute a command RAP to correct deficiencies observed during exercises and to support the AFRAP.

2.2.3.1. (Added-AFMC) AFMC centers/GSUs will:

- Participate in and support CJCS RAP, Air Force Remedial Action Program (AFRAP), Air Force After Action Reporting System, and AFMC RAP and After Action Reporting System (AARS), as directed.
- Review AARS and exercise critique items. Inform AFMC/XP-AO of any problems requiring HQ AFMC assistance.
- Institute a center/GSU RAP to correct deficiencies observed during exercises and to support the AFRAP and AFMC RAP.

2.2.4. Conferences and Funding:

- Attend HQ USAF-hosted exercise conferences.
- Coordinate Air Force inputs to the CJCS JTMP with HQ USAF/XOOOE.
- Submit funding requirements to HQ USAF/XOOOE for Program Element (PE) 28011F, port handling (PH), and inland transportation (IT).
- (Bullet Added) AFMC/XP-AO will conduct commandwide conferences, as required, to complete planning and coordination for CJCS and AFMC-sponsored exercises.

2.2.4.1. (Added-AFMC) AFMC centers/ GSUs will:

- Attend AFMC-hosted exercise conferences.
- HQ AFMC normally provides funds for conferences that support the planning and execution of CJCS, CINC, and HQ USAF-sponsored exercises. Specific guidance will be issued for each conference. When directed, represent AFMC at CINCs' exercise conferences.

- Provide AFMC/XP-AO inputs, as requested, to the CJCS Joint Training Master Plan.
- Submit funding requirements and execution reports to AFMC/XP-AO for Program Element 28011F, port handling and inland transportation. (CINC sponsored exercises only).

Chapter 3

THE EXERCISE CYCLE

3.1. Planning. Planning encompasses all aspects of designing and developing exercises. Thorough exercise planning involves:

- Defining the concept.
- Setting objectives.
- Designing the exercise.
- Selecting evaluation criteria.
- Developing control procedures and supporting material.
- Planning the analysis and data collection.
- Developing player instructions and materials.

3.1.1. Defining the Concept. The concept guides and focuses the planning effort. Determine the type (CPX, FTX, computer-assisted exercise [CAX]), duration, and level of exercise play. Identify major participants, plans, procedures, and activities. Review results of previous exercises and real world lessons learned.

3.1.2. Setting Objectives. Express objectives in precise, active terms. Take into account exercise AARs, critiques, publications and directives, mission requirements, OPLANs and procedures, training requirements, inspection or evaluation results, mission area analyses, and current issues.

3.1.3. Designing the Exercise. In developing the exercise plan (EXPLAN), consider:

- Required level of play for exercise participants.
- Background material necessary to conduct exercises.
- Extent to which role playing affects usefulness of results.
- Need for communications-computer systems.
- Key events that must occur to ensure that play supports exercise objectives. The chronological sequence of events is called the Master Scenario Events List (MSEL).
- Implementers based on MSEL items and the timing and method of injection into exercise play.
- Degree of logistic support needed.
- Factors affecting exercise play, such as the use of exercise data bases, degree of simulation, reporting requirements, and airspace availability.

3.1.4. Selecting Evaluation Criteria. Specify how to judge merit of exercises, without grading the performance of individuals or units (see [1.3.2.](#)).

3.1.4. (AFMC) AFMC/XP-AO will coordinate the development of exercise objectives and evaluation criteria for CJCS, CINC, HQ USAF, and AFMC-sponsored exercises.

3.1.5. Developing Control Procedures and Supporting Material. Write clear, detailed instructions to guide controllers:

- Determine the number of controllers required. Consider exercise duration, number of injects, and extent to which controllers simulate nonparticipants.
- Address implementer insertion, response to controller-player interaction, and controller response to anticipated events.
- Assist controllers in their roles as simulators.
- State whether controllers need to complete training or orientation. Ensure that controllers prepare for the exercise.

3.1.6. Developing Analysis and Data Collection Plans. These plans link exercise analysis objectives, exercise play, and exercise results.

3.1.6.1. The Analysis Plan:

- Identifies key events that must occur.
- Describes the systems, procedures, operations, and information flow.
- Specifies the evaluation criteria.
- Describes how the data will be analyzed.
- Explains the extent to which exercise artificialities compromise the exercise's real-world value.

3.1.6.2. The Data Collection Plan:

- Identifies data necessary to evaluate the objective.
- Describes data collection and includes forms, if necessary.

3.1.7. Developing Player Instructions and Material. At a minimum, provide players with:

- Exercise objectives.
- Background and "stage-setting" information.
- Exercise rules.
- Significant exercise staged situations such as simulated senior decision makers and communications degrades.
- Reporting requirements.
- Any materials the players need to perform their duties, such as maps, computer-generated flight plans, mission logs, and exercise telephone directories.

3.2. Executing. The active play phase begins at the start of the exercise (STARTEX) and continues until the end of the exercise (ENDEX).

3.2.1. Controllers execute their control procedures and direct the pace and intensity of exercise play. Controllers form an exercise control group (ECG) tailored to the exercise type, objectives, and participating organizations. Typical ECG functions include:

- Overseeing exercise play.
- Monitoring MSEL inputs.
- Coordinating controller actions in regulating or modifying exercise scenario.

3.2.2. Data collectors gather exercise data according to the data collection plan. For small-scale exercises, controllers may also collect data. Normally, the same person should not perform both functions.

3.3. Evaluating. In the evaluation phase, you analyze the time and resources invested in planning and executing the exercises. Evaluate data according to the analysis plan to determine whether you met the objectives. The exercise evaluation may range in scope from a simple AAR to a comprehensive Detailed Analysis Report (DAR). Focus on the exercise objectives, document the results, and give feedback to players. AARs and distributing their results are important final steps.

Chapter 4

MASTER SCENARIO EVENTS LIST (MSEL)

4.1. The MSEL:

4.1.1. The MSEL is a compilation of scripted events depicting activities that will be injected, during the exercise, by controllers for player action. Only exercise controllers use it. The pre-exercise scenario presents a chronological summary of the political, military, and economic events existing worldwide at STARTEX; alerts players to operations; gives reasons for the MSEL events initiated during active play; and activates plans, policies, procedures, and systems for analysis.

4.1.2. The POCs or trusted agents for each major participating agency contributes to the MSEL, relating each MSEL event to an exercise objective. After discussing all MSEL candidates at the COSIN conference, and all issues concerning exercise events are resolved, the final MSEL is published by HQ USAF/XOOOE as part of the COSIN.

4.1.3. During exercises, controllers inject messages, memorandums, and other communications. These implementers correspond to MSEL.

4.1.4. The Air Force and Joint Staff conduct COSIN conferences to complete the MSEL. At the conference they:

- Develop and sequence the MSEL events to produce the desired activity.
- Coordinate proposed MSEL events to make intended play more plausible.
- Identify the agency or ECG member who injects the MSEL implementer.
- Assign POC to prepare implementers.

4.1.4.1. (Added-AFMC) AFMC/XP-AO conducts AFMC COSIN conferences to complete the AFMC MSEL and coordinate completion of the items in paragraph 4.1.4. for command and center participation.

4.2. Responsibilities:

4.2.1. For Air Force-Sponsored Exercises, HQ USAF/XOOOE:

- Sets overall exercise objectives.
- Distributes the current Joint Exercise Management Package (JEMP) program to MAJCOMs, FOAs, and DRUs.
- Reviews MSEL events to determine whether they meet exercise objectives.
- Adds MSEL events as required.
- Hosts the Air Force COSIN Conference to review Air Force MSEL events.
- Provides MSEL events for the CJCS COSIN.
- Represents the Air Force at the CJCS COSIN Conference.
- Publishes Air Force COSIN.
- Injects MSEL events designated for HQ USAF.

4.2.1.1. (Added-AFMC) AFMC is responsible for the items in paragraph 4.2.1. for AFMC-sponsored exercises.

4.2.2. Air Staff, MAJCOMs, FOAs, and DRUs:

- Develop Air Staff, command, or agency objectives.
- Develop MSEL events to support CJCS, USAF, command, or agency objectives.
- Attend CJCS, if required, and USAF COSIN conferences.
- Provide personnel to serve on the ECG, i.e. inject MSELs.

4.2.3. (Added-AFMC) Centers/GSUs :

- Develop center/GSU objectives.
- Develop MSEL events to support CJCS, USAF, command, and center objectives.
- Attend higher headquarters COSIN conferences, as requested.
- Provide personnel at the center level to serve on the exercise control group, i.e., inject MSELs.

4.3. MSEL Development and Format:

4.3.1. To Develop MSEL:

- Review exercise objectives.
- Review EXPLAN background scenario and COSIN objectives and events. The background scenario describes events leading up to the exercises. The objectives and events matrix contains critical exercise events.
- Create at least one MSEL event for each objective of participating organization. The event created should bring forth a command or agency response.
- Determine how to introduce the event into play. Coordinate the event with commands or agencies that it will affect.
- Determine who would most logically cause or report the event. The ECG representative from this command or agency becomes the injector. Ideally, the ECG member from the unit experiencing the simulated problem or noting the simulated incident should inject the implementer.

4.3.2. MSEL Format. To format MSELs, use the current CJCS MSEL program software and user's manual, if available. If not follow the sample in **Figure 4.1**. List MSEL events by the date-time group (DTG) of injection. Use Greenwich Mean Time (ZULU) when exercise participants will be in more than one time zone.

Figure 4.1. Sample MSEL Event.

EVENT	DTG	DRAFTER	INJECTOR	EVENT DESCRIPTION
Record = 1		HQ AFCC/SC	PACAF	(U) ADVANCED GROUND
* 030002	131200Z Oct 92	MAJ JONES	CAPT SMITH	SATELLITE EQUIPMENT
Level = 1	- 01 13 24	DSN 234-5678	DSN 345-6789	REQUIRED FOR PACIFIC
	32 37 41	(123) 456-5678	(234) 567-6789	REGION TO PROVIDE
	56 59			CONNECTIVITY. REQUEST
				HQ USAF TASK AFCC TO
				VERIFY AVAILABILITY AND
				ESTABLISH TRANSPORTA-
				TION. Subject =
				COMMUNICATIONS,
				SATELLITE AVAILABILITY.
				Committee = COMM
Send by MESSAGE to HQ USAF who should TASK AFCC by 141200Z Oct 92.				

4.3.2.1. Assign a six digit number identifying each MSEL event. Use your assigned block of HQ USAF controlled numbers, from the applicable COSIN, for each exercise. Unified commands assign numbers to Air Combat Command (ACC), Air Mobility Command (AMC), United States Air Forces in Europe (USAFE), Air Force Special Operations Command (AFSOC), and Pacific Air Forces (PACAF). Component commands submit level 1 and 2 MSEL events to their unified command and level 3 MSEL events to HQ USAF. An asterisk (*) preceding the number indicates that the event is critical to exercise flow.

4.3.2.1. (AFMC) AFMC/XP-AO will give the centers numbering guidance in the MSEL planning instructions for each exercise. Centers will develop a numbering scheme for center level exercise MSELs (Level 5).

4.3.2.2. Determine the level of the event:

- **Level 1.** MSEL events affect two or more agencies, departments, unified commands, or Services (called elements) that directly support CJCS objectives and require resolution or response from the Joint Staff or a higher level as published in the CJCS COSIN.
- **Level 2.** MSEL events affect two or more elements that support an element's objectives and require resolution among the elements as published in the CJCS COSIN.
- **Level 3.** MSEL events affect the Air Force and require resolution at HQ USAF or below as published in the Air Force COSIN.
- **Level 4.** MSEL events affect only MAJCOMs, FOAs, and DRUs as published in the command or agency COSIN.

4.3.2.2. (Added-AFMC) Bullet.

- Level 5. MSEL events affect only centers and below as published in center COSIN.

4.3.2.3. Show applicable exercise objectives (use "0" if none) immediately following the level. Use the number of the objective from the appropriate EXPLAN.

4.3.2.4. Determine the DTG the implementer will be injected into exercise play. (XX2500Z means you may inject the implementer anytime during that day.)

4.3.2.5. List the "Drafter"--the OPR for the MSEL event, the POC, Defense Switched Network (DSN), and commercial telephone numbers.

4.3.2.6. List the "Injector"--the OPR for MSEL injection, POC, DSN, and commercial telephone numbers.

4.3.2.7. Provide a brief description of the MSEL event.

4.3.2.8. Provide implementing instructions. This is the last MSEL event entry shown.

4.4. Submitting MSELs to HQ USAF. Develop MSELs using the current CJCS-automated MSEL program. (The MSEL Program User's Manual and supplements contain detailed instructions.) Submit MSELs to HQ USAF/XOOOE using one of the following means, listed in order of precedence:

- Create an American Standard Code Information Interchange (ASCII) export file and send via the Worldwide Military Command and Control System (WWMCCS) Intercomputer Network (WIN).
- Send a floppy disk created from the MSEL Program containing the MSEL data base.
- Execute a computer-to-computer file transfer using the Secure Telephone Unit (STU)-III. This method requires prior approval.

4.4.1. (Added-AFMC) Submitting MSELs to AFMC/XP-AO . In addition to the methods listed in paragraph 4.4., centers may also:

- Attach a file and forward using AFMC's Secure Electronic Mail (E-Mail) system (classified up to SECRET). Address E-mail as specified in each exercise's planning instructions.
- Attach a file and forward using AFMC's WPDIS mail. Address mail to the AFMC/XP-AO POC listed in each exercise's planning instructions (UNCLASSIFIED only).

4.5. MSEL Implementers:

4.5.1. MSEL implementers drive player action. The MSEL event drafter prepares the implementer.

4.5.2. Prepare implementers for all MSEL events submitted to HQ USAF for inclusion in the CJCS or Air Force COSIN. Implementers are messages, letters, memoranda, or scripts for telephone or face-to-face conversations. Craft each implementer to achieve the desired exercise results, remembering that players may not react as expected or desired.

4.5.2. (AFMC) In addition, centers will prepare implementors for all MSEL events submitted for inclusion by any lateral or higher headquarters' COSIN.

4.5.3. Prepare the implementer for injection at the lowest organizational level of participation. If a higher level injects the implementer, identify the simulated injector. For example, write "From HQ USAFE (XXth Wing Simulated)." Include the MSEL event number.

4.5.4. Send implementers to the injecting organization with an information copy to Joint Staff/J7/Joint Exercise Control Group (JECG) and HQ USAF/XOOOE/Air Force Exercise Control Group (AFECG) by the date specified in the EXPLAN--normally no later than 2 weeks before STARTEX. For messages, mail a completed DD Form 173, **Joint Message Form**, and SARAHLITE disk, as appropriate. Send classified implementers by registered mail. Allow 2 weeks to arrive at overseas commands.

4.5.4. (AFMC) Provide implementors for lateral or higher headquarters COSIN to AFMC/XP-AO for consolidation and dissemination.

4.5.5. **Figure 4.2.** is a sample implementer for **Figure 4.1.**

Figure 4.2. Sample MSEL Implementer.

UNCLASSIFIED

01 02 101200Z OCT 92 II UUUU

FROM: HQ PACAF HICKAM AFB HI//CAT//

TO: HQ USAF WASHINGTON DC//CAT//

INFO: HQ USAFE RAMSTEIN AB GE//CAT/BS//

JOINT STAFF WASHINGTON DC//J7/JECG//

HQ USAF WASHINGTON DC//LG//

HQ AFCC SCOTT AFB IL/CAT/SC/LG//

UNCLASSIFIED

EXERCISE BIG SAMPLE 92

SUBJECT: REQUEST FOR ADVANCED SATELLITE COMMUNICATIONS EQUIPMENT (MSEL #030002)

1. PACAF REQUIRES ADVANCED GROUND SATELLITE COMMUNICATIONS EQUIPMENT TO SUPPORT URGENT REQUIREMENT FOR INCREASED COMMUNICATIONS CONNECTIVITY IN THE WESTERN PACIFIC REGION. GROUND EQUIPMENT EARMARKED FOR USE IN PACIFIC WAS LOST IN TRANSIT WHEN FERRYING AIRCRAFT CRASHED ON TAKEOFF FROM GUAM. NO OTHER ASSETS OF THIS TYPE IN THIS THEATER.
2. NEEDED ASSETS HAVE BEEN LOCATED AT RAMSTEIN AB, GERMANY. AFCC HAS POSSESSION OF THESE ASSETS IN THE THEATER AND VERIFIES THAT THEY ARE IN EXCESS OF PRESENT ANTICIPATED REQUIREMENTS.
3. REQUEST HQ USAF COORDINATE AVAILABILITY OF ASSETS WITH USAFE AND AFCC AND ESTABLISH TRANSPORTATION REQUIREMENT TO MOVE EQUIPMENT TO THE PACIFIC.
4. POC IS CAPT SMITH, DSN 345-6789.

EXERCISE BIG SAMPLE 92

UNCLASSIFIED

4.6. Controller Responsibilities During Exercises: (See [Attachment 3](#).)

4.6.1. Exercise controllers oversee the play of their organization and must:

- Coordinate with control cells above and below their level.
- Ensure that exercises meet OPSEC precautions.
- Review all exercise control traffic for changes.
- Ensure that their agency's play does not expand beyond the scope depicted in the CJCS and Air Force EXPLANs and COSINS.
- Maintain a log of significant requests for exercise information.
- Maintain a log showing ECG decisions, key player actions, and other significant exercise events.

4.6.1. (Added-AFMC) Ensure that play also remains within the boundaries of participants described in the AFMC and center EXPlans and COSINS.

4.6.2. Simulations. Simulate intelligence and reconnaissance play to keep the scenario on track. Coordinate inputs with the intelligence controller. Coordinate with communications units to create simulated outages or to work around real outages. The AFECG simulates the play of all non-participating Air Force agencies. This generally requires coordination between two or more control groups to provide realistic play.

4.6.3. Monitoring MSEL Activity. Monitor MSEL status during exercises. Players may take actions negating a planned event or requiring an "ad hoc" event to keep the exercise on track. Coordinate among all controllers to adjust MSEL activity to meet exercise objectives.

Chapter 5

AIR FORCE AFTER-ACTION REPORTING SYSTEM (AFAARS)

5.1. Purpose. The AFAARS defines procedures for documenting exercise and operations results, identifying problems, and distributing results.

5.2. Reporting Instructions:

5.2.1. The AFAARS applies to all Air Force elements that participate in the CJCS Exercise Program, other joint exercises, Air Force designated exercises, and real world operations. HQ USAF, MAJCOMs, FOAs, and DRUs must establish internal after-action reporting procedures that ensure AFAARS objectives are met, problems are solved, and results are fed into the design process.

5.2.2. MAJCOMs that are also air component commands of a unified command must comply with applicable CJCS and unified command after-action reporting instructions. Send copies of reports to HQ USAF/XOOOE.

5.2.3. MAJCOMs, FOAs, and DRUs that support other MAJCOMs in exercises contribute to the reports. MAJCOM reports consolidate subordinate command inputs.

5.3. Reporting Requirements. **Figure 5.1.** summarizes after-action reporting requirements. HQ USAF/XO may modify these requirements for individual exercises. XOOOE publishes any changes in exercise-unique EXPLANs or Air Force exercise directives. Commands submit lessons learned using the CJCS Joint Universal Lessons Learned System (JULLS) program. XOOOE distributes the latest version of the program. Submit lessons learned to XOOOE using the JULLS export function and transmit via WIN file transfer procedures. Where no WIN access exists, mail a disk containing lessons to XOOOE. When time precludes using registered mail, send a message using the JULLS format.

5.3.1. Critique Report. The critique report sends information and recommendations up-channel on Air Force problems that the submitter cannot resolve. Each lesson learned should describe a problem encountered and solved, a problem encountered but not solved, or successful actions that future operations or exercises can use. MAJCOMs, FOAs, DRUs, and Air Staff agencies must prepare and submit exercise critique reports to HQ USAF/XOOOE according to **Figure 5.1.** For an exercise exceeding 30 days, submit an interim critique report 90 days after STARTEX. Send additional reports as determined by HQ USAF/XO.

Figure 5.1. Exercise Report Summary.

EXERCISE/REAL-WORLD OPERATIONS	CJCS-SPONSORED CPX/ REAL-WORLD OPERATIONS		CINC-SPONSORED CPX/FTX OR SERVICE-SPONSORED CPX/FTX	AIR FORCE/MAJCOM UNILATERAL EXERCISE
	AGENCY	AIR STAFF, MAJCOM, FOA, DRU	HQ USAF/XOO	ALL
REPORTS			ALL	ALL
CRITIQUE REPORTS		TO HQ USAF/XOOOE WITHIN 30 CALENDAR DAYS	TO AFRAP BOARD 45-60 CALENDAR DAYS AFTER ENDEX, TO JETD, JOINT STAFF AS REQUIRED	IF DIRECTED
FINAL REPORTS • ANALYSIS REPORTS			DETAILED ANALYSIS REPORT (DAR) APPROX. 90-120 DAYS AFTER ENDEX	IF DIRECTED
• AFTER-ACTION REPORTS		TO HQ USAF/XOOOE WITHIN 60 CALENDAR DAYS		IF DIRECTED
			IF DIRECTED	IF DIRECTED

NOTE:

MAJCOMs must submit an analysis report for each major FTX the command sponsors.

5.3.2. Final Reports. There are two types of final reports: after-action reports and detailed analysis reports (DARs). The documentation in final reports is essential for planning subsequent exercises and operations and validating corrections.

- **After-Action Reports.** Participating MAJCOMs, FOAs, and DRUs prepare and submit final AARs in JULLS format to HQ USAF/XOOOE following CJCS-sponsored CPXs or real world operations. Submit reports within 60 calendar days after ENDEX unless HQ USAF/XOO directs otherwise.
- **DARs.** HQ USAF/XOO prepares and distributes an Air Force DAR 90 to 120 days after each CJCS-sponsored CPX. The report is prepared according to the Analysis Plan. It also consolidates AFAARS information and summarizes the Air Force position on each analysis objective in the EXPLAN.

5.4. Air Force Center for Lessons Learned (AFCLL). HQ USAF/XOOOE is also the OPR for the AFCLL. AFCLL is a computer data base that incorporates lessons learned from a broad spectrum of after-action reports. It includes data on operations, exercises, war games, training centers, and historical

open sources. Lessons learned are available to users via WWMCCS, floppy disk, or STU-III (secure modem).

Chapter 6

AIR FORCE REMEDIAL ACTION PROGRAM (AFRAP)

6.1. Purpose. The AFRAP documents significant problems identified during exercises and operations, establishes accountability for corrections, modifies Air Force programs, and complements the CJCS Remedial Action Program (RAP).

6.2. Reporting Instructions. The AFRAP applies to HQ USAF Staff directorates, MAJCOMs, FOAs, DRUs, and subordinate organizations. MAJCOMs and FOAs must establish remedial action procedures complementing those of HQ USAF. Commands resolve problems identified during exercises and operations at the lowest level of command. HQ USAF/XOO administers the AFRAP and works with Joint Staff elements on the CJCS RAP program.

6.3. AFRAP Procedures. An Air Force remedial action project (RAP) is a written description of a problem in policies, doctrine, plans, procedures, materiel, or forces that specific actions can correct. Any command participating in a CPX, FTX, or real-world operation can initiate an Air Force RAP. To qualify as an Air Force RAP, problems must meet at least one of the following criteria:

- Be assigned to the Air Force as a Single Agency Item by the CJCS RAP Steering Group.
- Apply to more than one Air Force MAJCOM, FOA, or DRU.
- Require action that exceeds the authority of the originating MAJCOM, FOA, or DRU.
- Require action involving substantial resources.
- Affect doctrine or programming.

6.4. AFRAP Management:

6.4.1. AFRAP Board. HQ USAF/XOO chairs and manages the AFRAP through the AFRAP Board. The Board reviews the program and resolves problems that the AFRAP Secretariat forwards. The Board consists of permanent members from the Air Staff and others directed by the chairperson (see [Figure 6.1](#) for Board composition). If asked to do so, MAJCOMs, Air Force component commands, FOAs, or DRUs send representatives to the Board when it covers topics of interest to their organizations. The representative must have authority to accept OPR designation to work on specific problems.

6.4.2. AFRAP Secretariat:

6.4.2.1. The Commander, Air Force Combat Operations Staff (HQ USAF/XOOO) chairs the AFRAP Secretariat. The Secretariat consists entirely of Air Staff AFRAP coordinators. The Secretariat reviews and classifies CJCS, Air Force RAPs, and critique items forwarded to HQ USAF/XOOOE. The Secretariat groups similar items, validates primary subjects, and designates OPRs. Secretariat RAP coordinators can accept OPR designation and assign work within their agencies to resolve RAPs.

6.4.2.2. The AFRAP Secretariat meets semannually. The chairperson may hold exercise conferences at the same time as Secretariat meetings to coordinate items for presentation at CJCS exercise planning conferences. The Secretariat meets approximately 30 days after each

CJCS-sponsored CPX critique conference to review open critique items plus any Single Agency Items assigned by the critique conference committee.

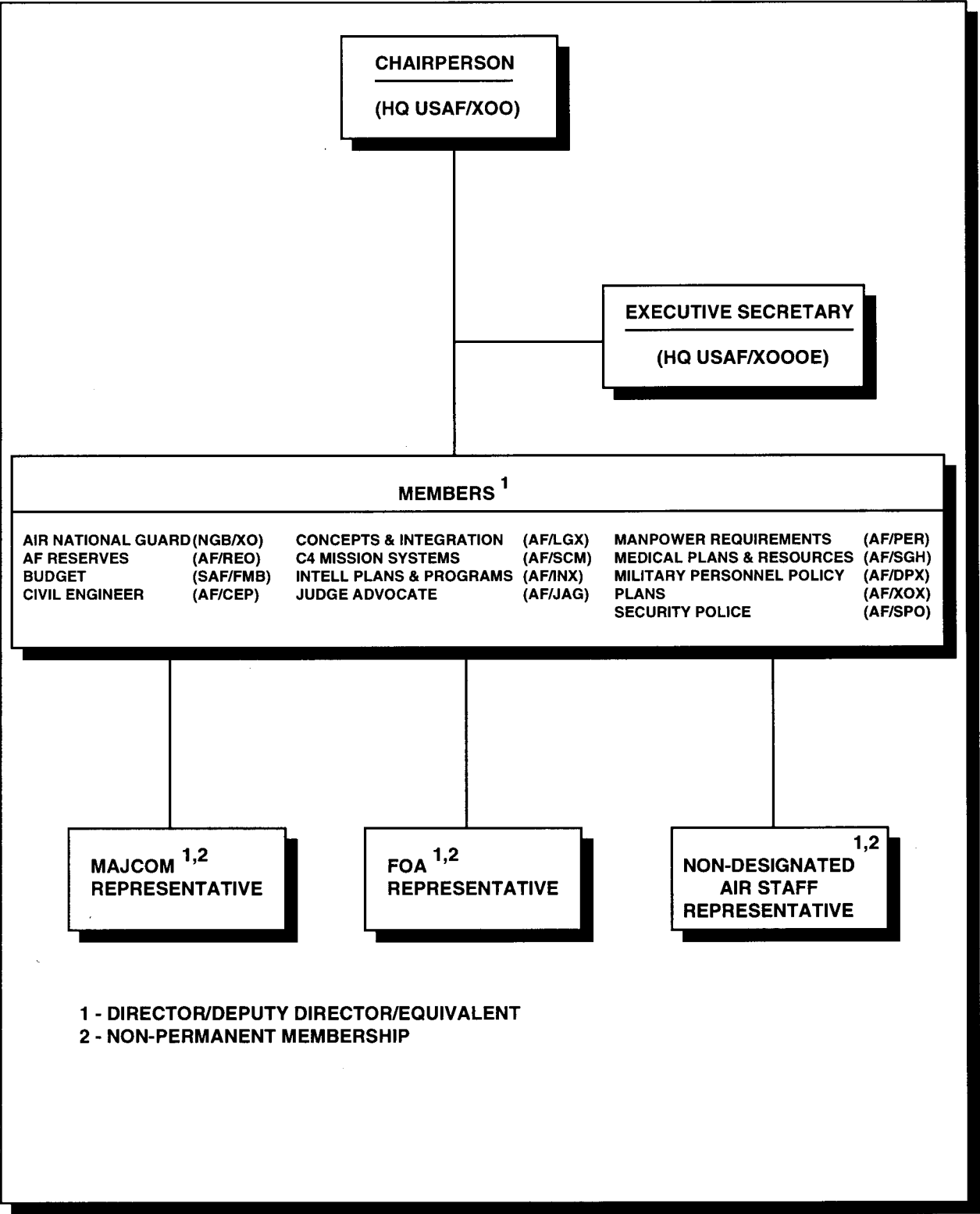
6.4.3. RAP Coordinator. Specific offices and individuals act as coordinators to provide single POCs within agencies associated with the AFRAP.

6.4.3.1. CJCS RAP Coordinators. HQ USAF/XOOOE is the CJCS RAP Coordinator for actions assigned to the Air Force. XOOOE assigns primary responsibility for CJCS RAP actions to the organization responsible for the subject of the RAP. These OPRs prepare action items in the required format, monitor the status of the remedial action until the item is officially closed by the CJCS RAP Coordinator.

6.4.3.2. MAJCOM, FOA, and DRU AFRAP Coordinators. Each MAJCOM, FOA, and DRU will designate an office and individuals to serve as AFRAP Coordinators. These coordinators are encouraged to communicate directly with the AFRAP Secretariat and HQ USAF/XOOOE.

6.4.4. Administrative Support. XOOOE is the AFRAP Board Executive Secretary and provides administrative support to the AFRAP Secretariat. XOOOE maintains the AFRAP database, prepares and distributes results of AFRAP Board and Secretariat meetings, and provides administrative support to HQ USAF/XOO (Air Force representative to the CJCS RAP Steering Group). XOOOE is the liaison for the Joint Staff Evaluation and Analysis Division, Air Staff OPRs for CJCS RAPs, and Air Force AFRAP Coordinators.

Figure 6.1. AFRAP Board Organization.



6.5. Initiating Air Force RAPs. The AFRAP Secretariat publishes minutes from its meetings as required. Upon receipt of these minutes, AFRAP coordinators designated as OPRs for specific items should begin their remedial actions by identifying functional managers within their organization who can correct the problem, determine tentative costs and resources required, and establish estimated completion dates. For example, if resources are involved, then consider coordinating with the functional managers responsible for budgeting, force programming, manpower and personnel mission area analysis. Within 30 days from the date of the meeting minutes, the AFRAP coordinators report the status of their actions to HQ USAF/XOOOE.

6.6. Monitoring Air Force RAP Progress. The AFRAP Secretariat monitors the progress of each Air Force RAP. OPRs submit semiannual Air Force RAP Status Reports. Review assigned RAPs and determine whether interim solutions are required. If all corrections are complete, recommend a RAP status change to "complete" while you wait for validation. Send reports through the AFRAP coordinator to HQ USAF/XOOOE. XOOOE provides resource requirement data to the cognizant Program Element Monitor (PEM) and the name, rank, office, and telephone number of the PEM to the OPR. The PEM and OPR are authorized direct liaisons. The PEM assists the OPR to gain funding, validates the funding profile, confirms that programmed action is not sufficient, and coordinates requirements with other PEMs.

6.7. Validating Air Force RAPs. Validate "complete" RAPs by applying the same conditions that caused the original deficiency. Consider developing Air Force exercise objectives to validate corrections. Discuss the adequacy of corrections in post-exercise analysis. If an exercise does not validate RAP corrections, commands notify the AFRAP Secretariat to keep the affected RAP open.

6.8. Closing Air Force RAPs. Recommend closing Air Force RAPs by filing an Air Force RAP Status Report stating "propose closure." Give reasons for the recommendation. If the AFRAP Secretariat approves, the Secretariat minutes report the RAP as "closed." If the recommendation is not approved, the Secretariat refers the item to the OPR for further action.

6.9. AFRAP Reports. Secretariat minutes report the status of AFRAP actions and identify areas needing further emphasis. The Secretariat prepares an Executive Summary for HQ USAF/XO semiannually. This report, forwarded through the AFRAP Board, identifies problems that have been corrected, are being corrected, or need to be corrected. Copies of all reports are available to each member of the AFRAP Secretariat, Air Staff Deputy Chiefs of Staff and equivalents, and MAJCOM, FOA, and DRU commanders.

Chapter 7

STAFF AND TRAINING

7.1. Staff Instructions:

7.1.1. MAJCOMs, FOAs, and DRUs review staffing needs annually. Consider:

- Workloads for the exercise cycle, including staff needed to evaluate after-action reports and start projects to fix problems.
- Tasking more than one person when multiple exercise development activities overlap.
- Assigning more than one project officer to large-scale exercises.
- Reorganizing existing resources to consolidate CPX and FTX planning functions.

7.1.1.1. (Added-AFMC) In addition to the considerations in paragraph 7.1.1., centers should pursue innovative approaches to meeting the center's exercise needs under conditions of constrained manpower resources.

7.1.2. Each organization determines its staff requirements for supporting the AFEP. Use AFI 10-204 and The Inspector General's report (*TIG Functional Management Inspection of Exercise Planning*, PN 82-634) to support requests for staffing changes.

7.1.2. (AFMC) Center commanders determine the staffing requirements for supporting the AFMCEP. Requests for additional staffing to support the AFMCEP or center level exercise program will not normally be approved. Commanders will normally be expected to staff the exercise program at the expense of lower priority tasks.

7.1.3. MAJCOMs, FOAs, and DRUs should consider organizing exercise functions into single elements and designating exercise planning and evaluation as primary duties.

7.1.3. (AFMC) Centers should also pursue consolidation with tenant/associate organizations exercise programs to help offset staffing shortfalls.

7.2. Training Instructions. Exercise planners must thoroughly understand the procedures and systems being exercised as well as the exercise design and analysis process.

7.2.1. The first area includes Air Force organizational and command structure, mission, and relationship with DoD structures; Air Force capabilities, OPLANs, procedures, information systems; and the WWMCCS and supporting systems such as Joint Operations Planning and Execution System (JOPES) and the CJCS Crisis Action System. Make sure that exercise planners are adequately prepared. Get experience by attending service schools and the specialized courses listed below.

- Air Force/Army Interfaces. Air Ground Operations School.
- JOPES. The USTRANSCOM resident and traveling team courses.
- Air Force Wartime Planning. Contingency Wartime Planning Course.
- Joint Doctrine Air Campaign Course.

7.2.2. There is no formal program that teaches air staff officers to design, conduct, or evaluate exercises. HQ USAF/XOOOE has two training devices: The *Exercise Planners Handbook* gives guid-

ance on CPXs. HQ USAF "CAT Training Program" provides training on all phases of HQ USAF CAT operations. All CAT members take this instruction course. MAJCOMs, FOAs, DRUs, and Air Staff elements should:

- Develop and implement internal training programs and procedures.
- Attend the courses listed above in [7.2.1](#).

7.2.2.1. (Added-AFMC) AFMC and center exercise planners must also fully understand the AFMC Mission Element and Integrated Weapons System Management structures, product, test, air logistics centers, laboratory, and specialized center capabilities, and unique AFMC C2 Systems operations and procedures.

Chapter 8

EXERCISE FUNDING AND PROGRAMMING

8.1. General Information. The Joint Staff administers funds for airlift and sealift and programs and budgets to reimburse the Services for PH/IT expenses. The Services manage CJCS PH/IT funds and report disbursements to the Joint Staff at the end of each fiscal year. HQ USAF provides incremental operations and maintenance (O&M) funds to support active Air Force participation (with the exception of AFSOC) in the CJCS Exercise Program. Individual MAJCOM O&M accounts fund those exercises not included in the CJCS Exercise Program.

8.1. (AFMC) AFMC/XP-AO manages the funds provided by HQ USAF for AFMC participation in the CJCS exercise program. AFMC/XP-AO provides funding for center-level participation in CJCS exercise planning conferences and approved subordinate unit participation in CINCs' theater CPXs/FTXs. AFMC units must get AFMC/XP-AO approval and funding information prior to participation to be assured of reimbursement.

8.1.1. (Added-AFMC) All DoD agencies have an inherent requirement to participate in recurring military exercises. Funding of CJCS exercise participation of DoD supporting agencies who are tenants/associates on AFMC bases (i.e., Defense Information Systems Agency, Defense Logistics Agency, Defense Finance and Accounting Service, etc.) is the DoD agency's parent organization's responsibility. Such funding only covers that agency's participation which supports accomplishment of the parent organization's CJCS exercise responsibilities and requirements. Since AFMC is normally the prime customer, this includes most, but not necessarily all, operations which support AFMC or center-unique exercise objectives. Prior to any CJCS exercise where center-level exercise play could drive abnormal support agency operations, such as overtime hours of operations, determine whether support agency participation will be covered by the parent organization.

8.1.1.1. (AFMC) Centers are responsible for programming, budgeting, and funding DoD support agency exercise participation costs when such participation costs exceed the levels of support documented in the agency service level agreement. Mutual exercise participation requirements and support levels negotiated and documented according to AFI 25-201, *Support Agreements Procedures*, will be the basis of additional costs calculations.

8.2. CJCS Exercise Funding Schedule:

8.2.1. Planning Phase:

8.2.1.1. The Joint Staff distributes funding guides (cost estimates for airlift, sealift, and PH/IT) to the unified commands and Services. Each scheduling command or agency submits its proposed programs, indicating airlift hours and dollars, sealift days and dollars, and PH/IT dollars.

8.2.1.2. During POM development, unified commands, working with their component commands, hold individual exercise scheduling conferences. They review their resource needs to meet objectives for the programming period. In developing POM submissions, MAJCOMs identify inconsistencies in CJCS exercise funding.

8.2.2. Programming Phase:

8.2.2.1. Unified commands submit exercise schedules via the WIN to the Joint Staff approximately one month before the worldwide scheduling conference. Each submission states training objectives and estimates transportation requirements for the six-year programming period. Commands also provide an assessment of their exercise programs.

8.2.2.2. The Joint Staff conducts a worldwide scheduling conference to discuss current issues, resolve conflicts, confirm transportation requirements, assess funding levels and program objectives. The end product of this conference is a draft JTMP.

8.2.2.3. The Joint Staff processes the JTMP according to CJCS MOP 9, for final approval in late May or early June.

8.2.2.4. Joint Staff advises scheduling commands and Services of approved transportation levels for the program--airlift hours, sealift days, and PH/IT dollars.

8.2.3. Execution:

8.2.3.1. Any money not spent by the unified commands reverts back to Joint Staff control for reallocation. This "use it or lose it" policy provides funding for lower-priority or previously unfunded exercise requirements, for other transportation needs, or for offsetting program funding reductions.

8.2.3.2. The Joint Staff may conduct a midyear conference to address current year funding execution, coordinate adjustments to the current program, review the next year's requirements, and discuss changes to the next fiscal year's program.

8.3. HQ USAF Exercise Funding Schedule:

8.3.1. Planning Phase:

8.3.1.1. HQ USAF/XOOOE provides program funding targets to MAJCOMs, FOAs, and DRUs, that enable them to participate in unified and CJCS exercise scheduling conferences and to develop individual exercise financial plans.

8.3.1.1. (AFMC) AFMC/XP-AO works through the HQ AFMC functional managers to forecast AFMC future CJCS exercise participation levels and funding requirements. Individual functional managers work with their field counterparts to refine the requirements. Future participation is documented and updated in the Air Force Joint Exercise Master Training Plan.

8.3.1.2. USAF MAJCOMs, FOAs, and DRUs submit inputs to XOOOE for incremental O&M to support the CJCS Exercise Program (PE 28011F). PE 28011F covers the following CJCS exercise-related expenses:

- Travel.
- Transportation (not part of CJCS airlift or sealift).
- Utilities and rent.
- Communications.
- Purchased equipment maintenance (commercial).
- Purchased equipment maintenance (industrial funds).
- Other purchased services.

- Other supplies.
- Equipment.

8.3.1.3. MAJCOM, FOA, and DRU inputs include only those support funds associated with the approved CJCS Exercise Program. Subexercises of the approved CJCS Program or other MAJCOM unilateral exercises do not qualify for funding unless specifically approved as part of the CJCS JTMP. MAJCOMs, CINC components, FOAs, and DRUs will brief and explain their budget submission during the annual Air Force Exercise Conference. XOOOE uses MAJCOM submissions to brief the HQ USAF Power Projection Team during POM development.

8.3.2. Programming Phase:

8.3.2.1. While providing their inputs to the POM, participating commands submit their corresponding exercise PH/IT requirements directly to XOOOE. XOOOE consolidates and forwards them to the Joint Staff, including incremental O&M requirements for exercises.

8.3.2.2. After the Joint Staff approves the exercise schedule, XOOOE informs MAJCOMs, FOAs, and DRUs of the following:

- Fiscal policy for the next execution year.
- MAJCOM target dollars and target planning information for the five years following the next execution year.

8.3.3. Execution:

8.3.3.1. During the budget execution year the Office of the Assistant Secretary of the Air Force, Budget Operations (SAF/FMBO) releases funds quarterly to the commands. MAJCOMs, DRUs, and FOAs report CJCS exercise expenditures to HQ USAF/ XOOOE and SAF/FMBO, using assigned Emergency and Special Program (ESP) codes. Commands report costs that exceed the budget. If required, HQ USAF/XO and SAF/FM provide additional funds, if available.

8.3.3.2. Halfway through the fiscal year, MAJCOMs, FOAs, and DRUs submit their financial requirements to XOOOE using EXSCHED. Each submission shows, by exercise, how the command plans to spend O&M exercise support funds. XOOOE uses the financial plan data to adjust the execution year programs and develop a POM input for the next cycle.

8.4. Other Exercise Funding:

8.4.1. MAJCOMs, FOAs, DRUs and the Air National Guard (ANG) conducting unilateral or other joint exercises not within the approved CJCS Exercise Program must fund these exercises from their own O&M accounts.

8.4.2. The National Guard Bureau and AFRES plan and separately fund O&M costs for their programmed participation in the CJCS Exercise Program.

8.4.3. (Added-AFMC) AFMC centers are responsible for programming, budgeting, and funding all other exercise program costs from appropriate accounts.

Chapter 9 (ADDED-AFMC)

EXERCISING EMERGING TECHNOLOGICAL PRODUCTS

9.1. (Added-AFMC) Purpose. AFMC is responsible for the acquisition and development of new weapons systems, supporting systems and equipment, and technology applications. Many programs could benefit from early demonstrations of these developmental capabilities to the end user. Exercises present an opportunity for demonstrating the emerging technological product's application. This chapter outlines the process for taking advantage of opportunities for integrating emerging technological products into the exercise arena. Although there may be some limited opportunity to participate in CJCS and CINCs' exercise programs, Air Force MAJCOM and other service-sponsored United States-only exercises, such as Red Flag and Blue Flag, are the most likely candidates.

9.1.1. (Added-AFMC) The AFMC program is designed to keep program managers and laboratory commanders aware of future exercise opportunities and to facilitate the process of integrating emerging technological products into those opportunities.

9.2. (Added-AFMC) Funding. AFMC currently has not established a specific funding profile to support this program. Therefore, funding for participation in this program must come from program funding sources unless the participation qualifies under the requirements outlined in Chapter 8 concerning participation in CJCS exercises.

9.3. (Added-AFMC) Responsibilities:

9.3.1. (Added-AFMC) HQ AFMC Responsibilities:

9.3.1.1. (Added-AFMC) AFMC/XP-AO is responsible for:

- Managing and administering the Exercising Emerging Technological Products program.
- Annually providing a list to all Program Master List (PML) single managers (SM) and AFMC laboratory commanders and applicable offices announcing dates and brief descriptions of known exercises that are available for USAF/AFMC participation.
- Serving as a focal point for field inquiries concerning the Exercising Emerging Technological Products program process.
- Providing cross-feed of exercise technology demonstration after action reports.
- Tracking participation statistics (attempts, participation acceptance/rejection, participation scheduled/actual) to determine program usefulness and viability.

9.3.1.2. (Added-AFMC) HQ AFMC/DR is responsible for maintaining and providing the PML to AFMC/XP-AO to facilitate dissemination and cross-feed of exercise information.

9.3.1.3. (Added-AFMC) HQ AFMC/ST will provide a list of laboratory commanders to AFMC/XP-AO upon request.

9.3.2. (Added-AFMC) PML SMs and laboratory commanders are responsible for:

- Reviewing the exercise opportunities and determining the feasibility of demonstrating their product during one or more of the exercise opportunities.
- Funding participation from program funds when HQ AFMC funding is not provided.

- Ensuring that participation in the exercise program does not interfere with program cost, schedule, or performance requirements.
- Ensuring that participation in the program is within the bounds of negotiated contracts.
- Coordinating program participation with the program's end customer and the exercise OPR.
- Ensuring that participation in an particular exercise conforms with the program's security restrictions, and would not compromise program OPSEC requirements.
- Reporting participation attempts, successes, rejections, and participation lessons-learned to AFMC/XP-AO, as directed.

9.4. (Added-AFMC) Process. The following steps outline the process of integrating emerging technological products into the exercises:

9.4.1. (Added-AFMC) AFMC/XP-AO sends out a list of candidate exercises to all PML SMs, laboratory commanders, and other applicable organizations for their review. The exercise candidate list will contain an exercise description, exercise dates, and the exercise OPR/POC communication information.

9.4.2. (Added-AFMC) SMs and laboratory commanders advise the product end user/developer of the desire and opportunity for the program to participate.

9.4.3. (Added-AFMC) If a product is deemed feasible for demonstration, the SM or laboratory commander obtains initial concurrence from both the end user/developer and the exercise OPR. SMs or laboratory commanders will advise AFMC/XP-AO when participation has been agreed to.

9.4.4. (Added-AFMC) The SM or laboratory commander will form and chair a working group to develop details for integrating the program's system/technology into the selected exercise. The members of the working group will be appointed by the SM or laboratory commander, but, at a minimum, will include the user/developer and exercise OPR.

9.4.5. (Added-AFMC) Upon completion of the exercise demonstration, the SMs or laboratory commander will get inputs from the user/developer and exercise OPR and will prepare an after-action report describing the demonstration, its successes and/or deficiencies, and any lessons learned from the process. The completed report will be provided to all PML SMs, laboratory commanders, the user/developer and exercise OPR.

BUSTER C. GLOSSON, Lt General, USAF
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Attachment 1**GLOSSARY OF REFERENCES, ABBREVIATIONS, ACRONYMS, AND TERMS*****References***

The following contain the authority for the AFEP:

CJCS Memorandum of Policy (MOP) 12, *CJCS Sponsored Command Post Exercises*

CJCS MOP 26, *Joint Training Program*

Joint Publication (PUB) 3-54, *Operations Security*

J3 Manual (J3M)-1399-85, *Joint Exercise Manual (JEM)*

Secretary JCS, Memorandum (SM) 48-84, *CJCS Exercise Program*

Multi-Command Manual (MCM) 71-92, *Joint Training Manual*

SM 780-87, *J CS Exercise Planning Guidance*

Other references cited are:

CJCS MOP 9, *Policy on Action Processing*

AFPD 10-2, *Readiness*

AFPD 33-2, *C⁴ Systems Security*

AFPD 32-70, *Environmental Planning*

AFI 33-106, *High Frequency and Land Mobile Radio Management* (formerly AFRs 700-17 and 700-18)

AFI 37-124, *Management and Control of Information Reports Requirements* (formerly AFR 4-38)

AFI 13-201, *US Air Force Airspace Management* (formerly AFRs 55-2 and 55-34)

AFI 10-701, *Performing Electronic Attack in the United States and Canada* (formerly AFR 55-44)

AFI 10-1101, *OPSEC Instructions* (formerly AFR 55-30 and AFP 55-36)

AFM 1-1, Volumes 1 and 2, *Basic Aerospace Doctrine of the United States Air Force*

Abbreviations and Acronyms

AAR—After-Action Report

ACC—Air Combat Command

AFAARS—Air Force After Action Reporting System

AFCLL—Air Force Center for Lessons Learned

AFECG—Air Force Exercise Control Group

AFEP—Air Force Exercise Program

AFRAP—Air Force Remedial Action Program

AFRES—Air Force Reserve

AFSOC—Air Force Special Operations Component

AMC—Air Mobility Command

ANG—Air National Guard

ASCII—American Standard Code Information Interchange

CAT—Crisis Action Team

CAX—Computer-assisted exercise

CEV—Office of the Civil Engineer, Directorate of Environmental Quality

CEVP—Directorate of Environmental Quality, Environmental Planning Division

CINC—Commander in Chief

CJCS—Chairman of the Joint Chiefs of Staff

COMSEC—Communications Security

CONUS—Continental United States

COSIN—Control Staff Instructions

CPX—Command Post Exercise

DAR—Detailed Analysis Report

DoD—Department of Defense

DRU—Direct reporting unit

DSN—Defense Switched Network

DTG—Date-Time Group

ECG—Exercise Control Group

ENDEX—End of Exercise

ESOHP—Environmental, Safety, and Occupational Health Plan

ESP—Emergency and Special Program

EXPLAN—Exercise Plan

FOA—Field Operating Agency

FTX—Field Training Exercise

FY—Fiscal Year

HQ USAF/CEVP—HQ USAF Director for Environmental Quality

HQ USAF/DP—HQ USAF Deputy Chief of Staff, Personnel

HQ USAF/IN—HQ USAF Assistant Chief of Staff, Intelligence

HQ USAF/LG—HQ USAF Deputy Chief of Staff, Logistics

HQ USAF/SC—HQ USAF Deputy Chief of Staff, Command, Control, Communications & Computers

HQ USAF/XO—HQ USAF Deputy Chief of Staff, Plans and Operations

HQ USAF/XOO—HQ USAF Director of Operations

HQ USAF/XOOO—HQ USAF Combat Operations Staff

HQ USAF/XOOOE—HQ USAF Exercise, Joint Training, and C2 Division

HQ USAF/XOX—HQ USAF Director of Plans

IT—Inland Transportation

JECG—Joint Exercise Control Group

JECS—Joint Exercise Control System

JEM—Joint Exercise Manual

JEMP—Joint Exercise Management Package

JOPEs—Joint Operation Planning and Execution System

JOPS—Joint Operation Planning System

JS—Joint Staff

JTMP—Joint Training Master Plan

JULL—Joint Universal Lesson Learned in JULLS format

JULLS—Joint Universal Lessons Learned System

MAJCOM—Major Command

MCM—Multi-Command Manual

MOP—Memorandum of Policy

MSEL—Master Scenario Events List

NIEX—No-Notice Interoperability Exercise

O&M—Operations and Maintenance

OCR—Office of Collateral Responsibility

OPLAN—Operation Plan

OPR—Office of Primary Responsibility

OPSEC—Operations Security

OSD—Office of the Secretary of Defense

PACAF—Pacific Air Forces

PE—Program Element

PEM—Program Element Monitor

PH—Port Handling

POC—Point of contact

POM—Program Objective Memorandum

PUB—Publication

RAP—Remedial Action Program (or Project)

SAF—Secretary of the Air Force

SAF/FMBO—Office of the Assistant Secretary of the Air Force, Budget Operations

SM—Secretary Joint Staff Memorandum

STARTEX—Start of exercise

STRATCOM—Strategic Command

STU—Secure Telephone Unit

TIG—The Inspector General

TPFDD—Time-Phased Force and Deployment Data

USAFE—United States Air Forces in Europe

WIN—WWMCCS Intercomputer Network

WWMCCS—Worldwide Military Command and Control System

Terms

AFRAP Board—Senior officer level board, chaired by HQ USAF/XOO that manages and reviews remedial action projects.

AFRAP Board Secretariat—Action officer level board, chaired by HQ USAF/XOOO that assigns offices of primary responsibility and monitors corrections of remedial action projects.

Command Controller—Person who coordinates exercises within the command and with the Chairman of the Joint Chiefs of Staff and Headquarters US Air Force control staffs.

Control Eyes Only—Material restricted to controller review only.

Controller—Trusted agent who introduces planned scenario events during exercises.

Control Staff—Collective designation for controllers.

COSIN—Control Staff Instructions that govern conduct of exercise.

Critique Report—Report documenting exercise problems, deficiencies, and recommendations.

Environmental, Safety, and Occupational Health Plan (ESOHP)—Document guiding implementation of environmental, safety, and occupational health standards at deployed locations. ESOHPs can be incorporated into exercise plans or stand alone.

Exercise Item—Problems pertaining to exercise design or management.

Free Play—Player actions in response to scenario events.

Implementer—Device used to introduce a problem, situation, or scenario event into the exercise.

JEM—The Chairman of the Joint Chiefs of Staff manual explaining how to plan, conduct, and evaluate exercises.

JEMP—A set of three computer software programs designed to generate data bases for Joint Universal Lesson Learned in JULLS format, Master Scenario Events List, and Exercise Schedule.

Lesson Learned—Problem encountered and corrected, problem for which no solution was found; or successful action noted for future operations.

MSEL—List of sequentially numbered events that direct exercises toward the desired objectives.

Noted Item—Item not requiring corrective action or for which an established program exists that is already taking corrective action; successful action that should be noted for future operations or exercises; or positive action taken to bypass or alleviate a particular problem. Noted Item is a subset of overall Lessons Learned data base.

Players—All exercise participants other than controllers.

Procedural Item—Problem resulting from failure to follow directives. The organization that causes such a problem must correct it.

Remedial Action Project (CJCS)—Problems requiring Office of Secretary of Defense, CJCS, another Service, unified command, or other Federal agencies to initiate corrective action.

Remedial Action Project (Air Force)—Problems requiring Headquarters US Air Force (HQ USAF) action because they: relate to Air Force policy, procedures, or force programming; require action by more than one agency; require action exceeding the authority of any organization; or require action involving resources that HQ USAF controls.

Senior Controller—Coordinator of all controller activities within a command or agency.

Single Agency Item—Problem referred to a single major command, field operating agency, or direct reporting unit for action.

Trusted Agent—Subject matter expert who provides input to exercise scenarios, creates implementers and assists exercise planners in exercise development. Trusted agents may also be used as controllers.

Attachment 2**CHECKLIST FOR MAJCOM, FOA, AND DRU PROJECT OFFICERS (CJCS-SPONSORED CPX)****A2.1. Joint Concepts and Objectives Paper:**

- a. Establish Exercise Planning Group.
- b. Determine command position on:
 - 1. Exercise length and scope.
 - 2. Preferred dates.
 - 3. Proposed major exercise objectives.
 - 4. Expected level of participation.
- c. Review lessons learned from similar exercises.
- d. Submit command position to HQ USAF/XO when requested.

A2.2. Air Force Concept and Objectives:

- a. Review and comment to HQ USAF/XOOOE.
- b. Assist HQ USAF/XOOOE in developing Air Force exercise objectives.
- c. Coordinate concept and objectives with staff organizations.

A2.3. Air Force Exercise Directive:

- a. Coordinate with staff organizations and provide input to the draft directive.
- b. Distribute final directive to participants.

A2.4. CJCS and Air Force COSINs:

- a. Provide MSEL items to HQ USAF/XOOOE to develop play for your command at or above Air Force level.
- b. Develop MSEL items for unilateral play. Send a copy to HQ USAF/XOOOE.
- c. Attend Air Force COSIN/MSEL Conference.

A2.5. MSEL Implementers:

- a. Prepare and provide MSEL implementers.
- b. Send copies to HQ USAF/XOOOE.

A2.6. Controller Training:

- a. Establish Exercise Control Group (ECG).
- b. Schedule controller training.

A2.7. Exercise Control Group:

- a. Assemble ECG and prepare for play.
- b. Make copies of proper documents available:
 - 1. CJCS and Air Force EXPLAN.
 - 2. CJCS and Air Force COSIN.
 - 3. MSEL implementers.
- c. Brief controllers on their responsibilities and duties.
- d. Check communications with AFECG and other ECGs.
- e. Maintain log of MSEL implementer injects.

A2.8. Air Force Critique Items:

- a. Collect, consolidate, and provide critique comments to HQ USAF/XOOOE in JULLS format.
- b. Attend Air Force Critique Conference.

A2.9. Air Force Remedial Action Program:

- a. Designate OPR for your command.
- b. Coordinate AFRAPs and JULLs with HQ USAF/XOOOE.
- c. Attend AFRAP conferences as required.
- d. Follow up on RAPs.

Attachment 3**CHECKLIST FOR EXERCISE CONTROLLERS****A3.1. Play Preparation:**

- a. Review:
 - 1. EXPLAN.
 - 2. CJCS and Air Force COSINs.
 - 3. Exercise telephone directory.
- b. Attend pre-exercise controller orientation briefings.
- c. Become familiar with:
 - 1. The Joint Exercise Control System (JECS).
 - 2. Other ECGs in the system.
 - 3. The functions and responsibilities of designated controller and trusted agent positions.
 - 4. The exercise place of duty.
 - 5. Crisis staffing procedures and physical positions.
 - 6. Available administrative support facilities.

A3.2. Exercise Play:

- a. Function in assigned position.
- b. Insert MSEL items.
- c. Develop critique items.
- d. Act as higher headquarters (if required).
- e. Resolve conflicts.

A3.3. Air Force Critique Items. Provide critique items to designated POC, who consolidate and submit them to HQ USAF/XOOOE.

